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ABSTRACT

Created in 1985, the Greater Avenues for Independence (GAIN) program is a comprehensive effort by the state of California to provide education, employment, and support services to help welfare recipients enter the workforce. California's GAIN is now part of the national Job Opportunities and Basic Skills (JOBS) program, established in 1988. In cooperation with county welfare departments, the California Community Colleges (CCC) are one of the major systems providing GAIN services. In April 1991, an annual survey was conducted to collect statewide data on GAIN student characteristics and on the types and value of contracts held by the CCC for providing specific GAIN services. Questionnaires were sent to all 107 of the state's community colleges. Study findings, based on a 90% response rate, included the following: (1) the number of program participants systemwide increased to 25,079, a gain of 15% from the previous year; (2) 73% of the GAIN students were female, 58.5% were non-white, and 77.8% were 25 years of age or older; (3) based on approximately two-thirds of the participants, 48.1% were involved in GAIN basic education, 34.6% in the Self-Initiated Program, and 17.2% were referred by county welfare departments after GAIN vocational assessment, having already attained a satisfactory level of basic skills; (4) the proportion of average daily attendance (ADA) produced from basic skills classes increased from 23% in 1988-89 to 36% in 1990-91, and GAIN students generated three times as much credit ADA as non-credit ADA; (5) overall, CCC GAIN revenues were $43 million, up from $35.6 million in 1989-90; and (6) $2.6 million of the $16.8 million in certified additional GAIN ADA claims went unfunded, marking the first occurrence of "deficit funding" of college GAIN revenues. Appendixes provide district-level data and legislative definitions of GAIN services. (JSP)

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GAIN in the Community Colleges

A Report on the 1990-91 Survey on
Participants and Funding in the
Greater Avenues for Independence Program

June 1992

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GAIN IN THE COMMUNITY COLLEGES

A Report on the 1990-91 Survey on GAIN Participants and Funding

NATURE AND SCOPE OF THE SURVEY

Greater Avenues for Independence (GAIN) is California's welfare reform program, created in 1985. It provides education, job and support services to help welfare recipients enter the workforce. California's GAIN is now part of the national Job Opportunities and Basic Skills (JOBS) program, created by the federal Family Support Act of 1988. The original GAIN legislation was modified by AB 312 in 1990 to meet federal standards and to make other changes.

Five state agencies and their local counterparts, as well as private organizations, provide services to GAIN participants. (See Appendix B for a list of services in the program.) County welfare departments refer clients to service providers, including the California Community Colleges, or they approve education and training activities already begun by clients. County welfare departments and other agencies also may contract directly with colleges for additional services, such as vocational assessment of clients.

The law requires the Chancellor's Office to help monitor the college GAIN effort and to provide technical assistance to local staff charged with implementing the program. This annual survey fills part of that role. It collects statewide data on GAIN student characteristics that are not currently available in a comprehensive fashion from other sources. Furthermore, it is our only statewide source of information about the types and value of contracts that community colleges hold for providing specific GAIN services.

The current report summarizes information about GAIN in the community colleges for the 1990-91 academic and fiscal years. We mailed the survey in April of 1991; 96 of the 107 community colleges in California responded. In addition to the survey information, we include revenues calculated from community college apportionment reports to provide a more complete picture of GAIN funding.

SUMMARY OF 1990-91 DATA AND COMPARISON TO PRIOR YEARS

GAIN Student Profile

GAIN participants in community colleges enroll in college courses under an active personal contract with the county welfare department to receive GAIN services. For survey purposes, we asked colleges to report a cumulative, unduplicated count of all GAIN participants who enrolled at any time during the 1990-91 academic year, even if they left the GAIN program before the year ended. Ninety-three colleges - nearly the entire community college system - reported a total of 25,079 students attending classes (See Figure 1). This is a 15% rise over the previous year, despite reduced county intake in some areas.[1]

Colleges also were able to tell us the ethnic background, gender and age of most of these students (Figure 1). As we explained in last year's survey report, the GAIN program continues to serve large numbers of students who traditionally have been underrepresented in higher education, including women and ethnic minorities. Overall, the community college GAIN student population was 73% female and 58.5% non-white in 1990-91, for those whose characteristics were known. 77.8% were 25 years of age or older. These proportions are similar to those of previous years, although the proportion of female students has increased somewhat since 1988-89 (from 68%), while the proportion of students age 25 or older has declined (from 84% in 1988-89). Appendix A, Table 1 displays the GAIN student profile for each district.

Type of GAIN Instruction

GAIN participants in community colleges generally enroll under one of three types of personal contracts for GAIN instruction: a Basic Education contract, in which students attend Adult Basic Education (ABE), General Educational Development (GED) or English-as-a-Second-Language (ESL) classes; a Post-Assessment Training contract for vocational education or training; or a Self-Initiated Program (SIP) contract for students who enrolled in college prior to active participation in GAIN. 1990-91 was the first time that we asked colleges to report the type of instruction students received based on these contract types. Colleges were able to do so for about two-thirds of the 25,079 students.[2]

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[1] A few districts overcounted GAIN participants due to erroneous county welfare department data. However, anecdotal evidence suggests that other districts probably still undercount participants, particularly self-initiated students, which would mitigate this factor.

[2] Students studying under more than one contract type during the year were counted according to their most recent contract.

Figure 1 - 1990-91 GAIN Student Profile

	Number of Students	% of Students with Known Characteristics
Total Students	25079	- -
Ethnicity		
American Indian	453	2.0%
Asian / Pacific Islander	3551	15.7%
Black	3933	17.4%
White	9344	41.5%
Hispanic	4616	20.4%
Filipino	171	0.8%
Other	489	2.2%
Unknown (10% of Total)	2511	- -
Gender		
Female	16342	73.0%
Male	6053	27.0%
Unknown (10.7% of Total)	2673	- -
Age at College Entry		
Less than 20 Years	1028	6.5%
20 - 24 Years	2471	15.6%
25 - 39 Years	9610	60.6%
40 - 49 Years	2196	13.9%
50 and Over	550	3.5%
Unknown (36.7% of Total)	9213	- -
Type of GAIN Instruction		
Basic Education	7864	48.1%
Post-Assessment Training	2818	17.2%
Self-Inititated Program	5657	34.6%
Unknown (34.8% of Total)	8729	- -

Source: Chancellor's Office 1990-91 GAIN survey (96 colleges responding).
Percentages may not add up to 100% due to rounding.

Figure 1 displays the proportions of students in the three contract types, for those with known information. About half the students (48.1%) participated in GAIN basic education.[3] More than a third of the students (34.6%) participated under SIP contracts; the remainder (17.2%) had been referred by county welfare departments to colleges after GAIN vocational assessment, having already reached a satisfactory level of basic skills.

Though the actual proportions of students studying under these contract types may vary somewhat from these reported numbers (since a third of students were not reported), these figures do reflect the diversity of instruction offered in community colleges to GAIN clients. GAIN students around the state participate in wide variety of instructional areas, depending on community needs, the local distribution of education providers, and the particular course offerings at individual colleges. Appendix A, Table 2 displays a district-by-district comparison of the three types of instruction for GAIN participants.

Figure 2 illustrates the breadth of instruction for college GAIN students from a different angle. It displays units of Average Daily Attendance (ADA) generated by GAIN students, which derives from the amount of time spent by students in instruction.[4] The proportion of ADA produced from basic skills classes has increased from about a fourth of the total (23%) in 1988-89 to over a third (36%) in 1990-91. But GAIN in the community colleges largely remains an effort in non-basic skills instruction (64% of ADA in 1990-91) in terms of overall classroom time. Also, the growth in ADA has been roughly the same for both credit and noncredit instruction, whether in basic skills or non-basic skills classes. Overall, GAIN students generated three times as much credit ADA as noncredit ADA in 1990-91.

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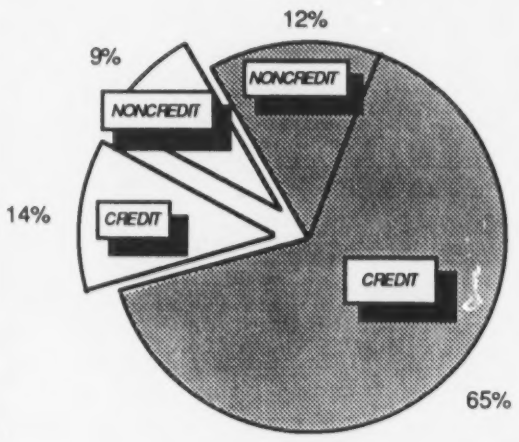
[3]Note that this represents numbers of students only; it does not indicate the amount of class time undertaken by those students.

[4] 1990-91 was the last year in which apportionment funds were allocated using ADA as a unit of measure. Subsequent years are being allocated under a new system called Program-Based Funding, which replaces ADA with Full-Time Equivalent Students (FTES) as the basic measure of student "seat time".

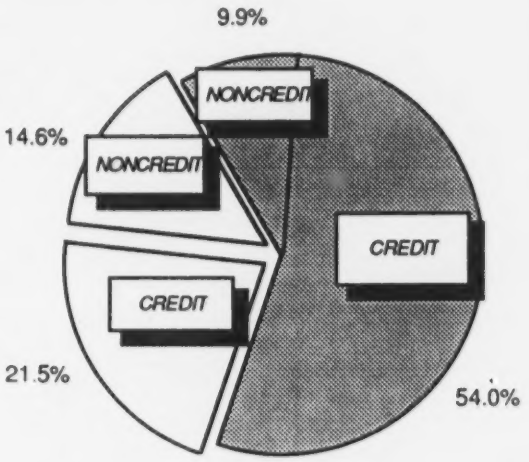
Figure 2

Total Basic Skills/Other and Credit/Noncredit GAIN ADA, 1988-89 and 1990-91



1988-89

Total GAIN ADA: 6,241



1990-91

Total GAIN ADA: 13,987

		1988-89		1990-91	
Basic Skills ADA	Total Basic Skills ADA	1435	23%	5051	36%
	Total Other ADA	4806	77%	8936	64%
Other ADA	Total Credit ADA	4918	79%	10,556	76%
	Total Noncredit ADA	1323	21%	3431	24%

Statewide Revenue for GAIN

A variety of fiscal resources supports GAIN in community colleges. There are two main categories of revenue: *apportionment monies* from the State's General Fund (and matching dollars from the federal JOBS program), which are allocated periodically to districts based on the ADA generated by students; and monies garnered through *local contracts and grants* specifically for GAIN students or GAIN-related costs.

Figure 3

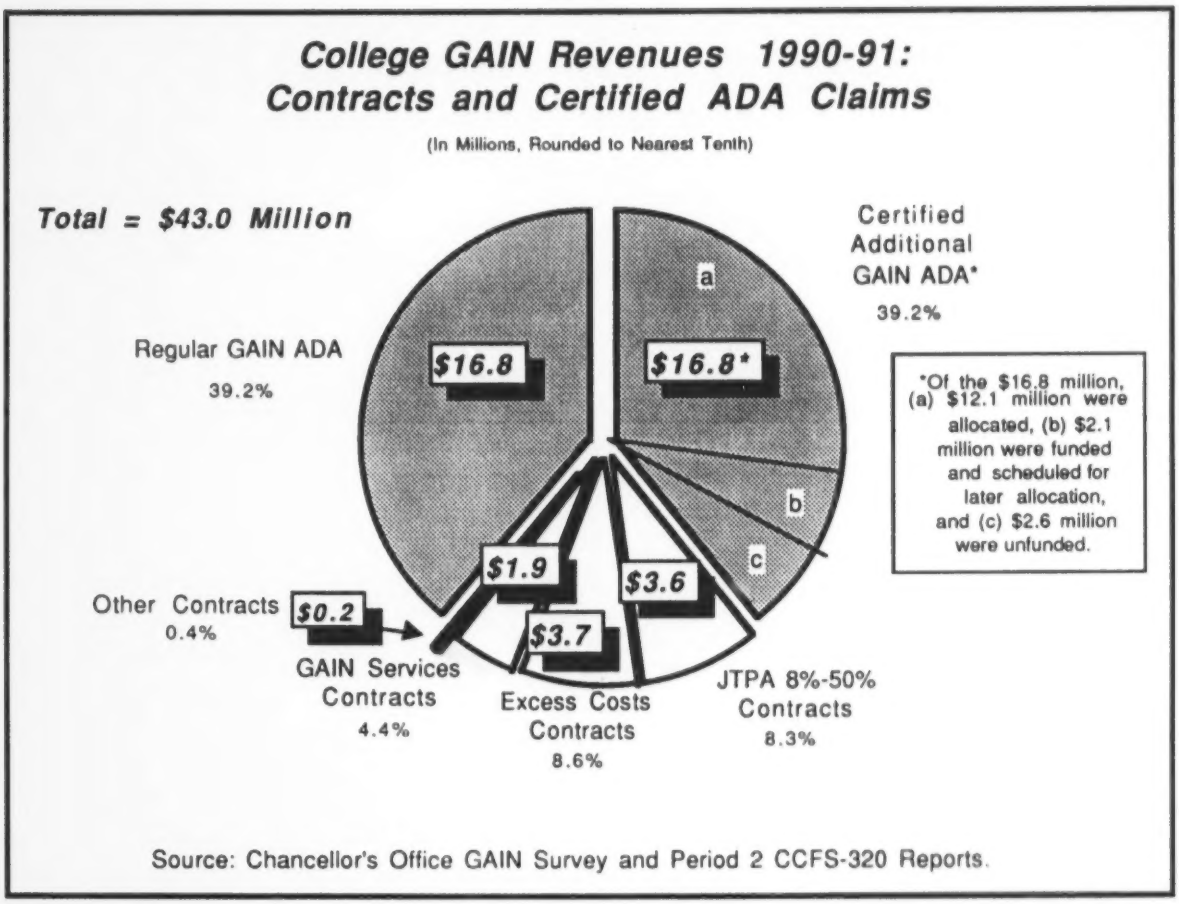


Figure 3 displays overall community college GAIN revenues[5] for fiscal year 1990-91. Total revenues were $43.0 million, up from $35.6 million the year before. (These are revenues generated by or available for GAIN participants; they do not necessarily reflect actual costs.) Apportionment revenues, about four-fifths of the pie, were split evenly between "Regular" GAIN ADA (ADA generated by GAIN students that is under a district's fundable growth cap and the GAIN maintenance-of-effort (MOE) threshold) and "Additional" GAIN ADA (supplemental monies available to districts for ADA above cap and the MOE). Certified claims for Additional GAIN ADA[6] increased dramatically over

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[5] These figures are for the second reporting period, the latest period that allows uniform comparison to earlier survey reports. Community college apportionment reporting and allocation are an ongoing process: for any given fiscal year, adjustments to the reports may be made over a three-year timeline. Historically, the reported GAIN ADA has increased after the Period Two reports.

[6] Claims are "certified" after comparison of a district's Additional GAIN ADA application with the Chancellor's Office 320 Apportionment Reports; amounts certified for funding may be less than a district's request on the application.

the previous year, from $8.8 million in 1989-90 to $16.8 million in 1990-91. These supplemental GAIN funds comprised half the apportionment revenues in 1990-91, up from 34% the year before, and only 17% in 1988-89.

Significantly, however, available monies have not kept up with this demand for apportionment revenues: $2.6 million (Section C of the pie) of the $16.8 million in certified Additional GAIN ADA claims at Period 2 went unfunded. This is the first time that such "deficit funding" of college GAIN revenues occurred.[7]

The unshaded portion of Figure 3 represents college contracts specifically earmarked for GAIN students and associated costs. These fall into four main categories: *GAIN Excess Costs contracts*, in which county welfare departments pay colleges for certain "over and above" expenses related to GAIN clients, such as reporting of students' progress; *GAIN Services contracts*, in which colleges contract to provide GAIN services (such as vocational assessment) on behalf of the county; *Job Training Partnership Act (JTPA) 8%-50% contracts*, where colleges provide basic education instruction under contract to local JTPA Service Delivery Areas; and *other contracts* specifically negotiated for GAIN, such as federal Vocational Education Act (VEA) projects, grants from local service organizations, etc. In 1990-91, 70 colleges in 51 districts held one or more of these contracts (see Appendix A, Tables 3 and 4).

Total contract revenues fell from $9.8 million in 1989-90 to $9.3 million in 1990-91. Since more districts held contracts in 1990-91 (Figure 4), this means the median combined contract value dropped as well: in 1990-91, the median value of the contracts at the district level was $105,804 (see Appendix A, Table 3), a 15.2% drop from the median value of $124,745 reported for districts in 1989-90, which was itself a 9.1% drop from 1988-89.

GAIN Services Provided by Colleges Under Contract

The law requires counties to provide an array of services to GAIN participants. These are roughly grouped into *job services* (job placement, employment counseling, etc.); *education and training* (assessment, basic education, vocational education, etc.); and *support services* (child care, transportation, etc.) Many colleges contract to provide one or more of these services as well as additional services (funded as Excess Costs) that may be necessary for GAIN students, such as special academic advising, attendance monitoring, etc.

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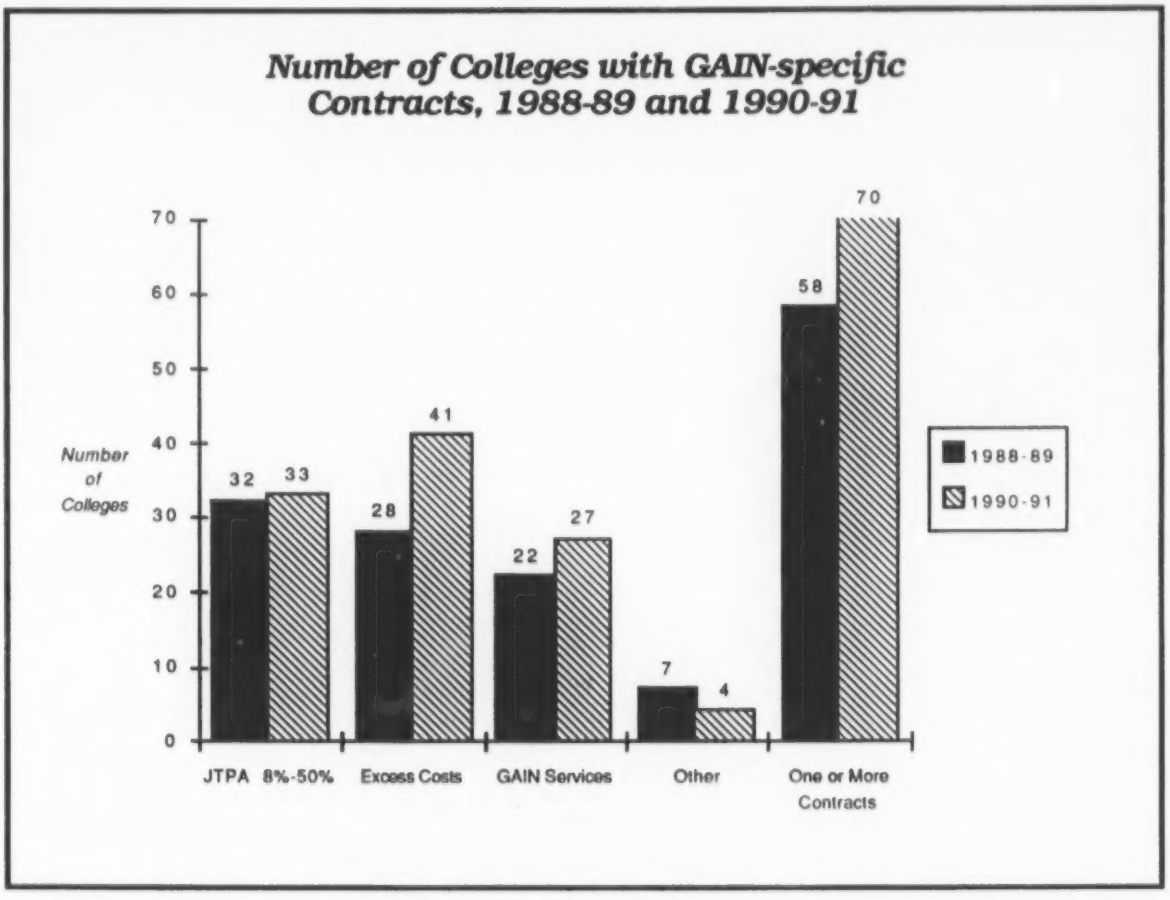
[7] At publication time, re-distribution of Additional GAIN ADA monies because of overclaims in some districts had reduced the unfunded portion in Figure 2.

Figure 4



We asked colleges to report the types of services they provided under contract in 1990-91 exclusively for or on behalf of GAIN clients.[8] The most frequently held GAIN-specific contract in community colleges is the Excess Costs contract, present at 41 colleges in the state (Figure 4). All but two of these colleges cite "monitoring and reporting of students" to the county welfare department in their contracts, and special academic advising is available in over half the colleges with such contracts.

As in previous surveys, vocational assessment is the most frequently contracted service under GAIN Services contracts, provided in 15 of the 27 colleges holding such contracts. By design, JTPA 8%-50% contracts are almost always limited to the instructional costs for ABE, GED, or ESL.

[8] These include GAIN services to welfare clients who were not college GAIN participants, i.e., clients without a personal GAIN contract or who were not enrolled students at the time of the survey. The most frequent example is GAIN vocational assessment: a county sends clients to a college for assessment, but the clients may or may not eventually participate in the educational component of GAIN at that college.

Twenty-six of the 33 colleges with such contracts in 1990-91 provided all three types of basic education.

PROGRAM TRENDS

The 1990-91 survey data continue some of the trends we have noted before: *growth* in the numbers of GAIN participants at community colleges and in overall community college revenues for GAIN; *diversity* in the student population, both in terms of students' background characteristics and in their involvement in courses and services; and more comprehensive *data management* for the program which, by its nature, requires much coordination of information and operations across divisional and institutional boundaries.

The number of GAIN participants in community colleges continued to grow. We expected to see a leveling off of student enrollment as slim budgets force counties and the state to cut back on the numbers of referrals to GAIN activities, including community college education; and indeed, the rate of growth seems to have slowed considerably, from a 40% increase between 1988-89 and 1989-90 to 15% between 1989-90 and 1990-91.[9] Bills introduced in the Legislature this past year could have affected levels of community college participation in either direction, by reducing the emphasis on education in the program or, alternatively, by increasing funding for GAIN and maintaining a strong education component. Colleges, of course, depend on county welfare departments for program participants. The larger debate over welfare reform and the government's role in reducing poverty may have a significant effect on the potential GAIN population in welfare agencies over the next several years.

Like GAIN student enrollment, overall revenues for the program in colleges continued their growth trend. The entire GAIN "pie" grew by 25% between 1989-90 and 1990-91, which follows an increase of 34% the year before. However, the complicated nature of community college GAIN funding demands a careful interpretation of these figures. Most important is an understanding that apportionment dollars - the bulk of college GAIN funding - are not restricted to GAIN students or services when spent; the actual expenditure of these funds by individual districts may be spread among a variety of budget items (although some districts do dedicate Additional GAIN ADA monies to their GAIN program). Furthermore, $2.6 million in 1990-91 apportionment dollars went unfunded at Period Two, as previously mentioned. And GAIN contract revenues, the only segment of the pie

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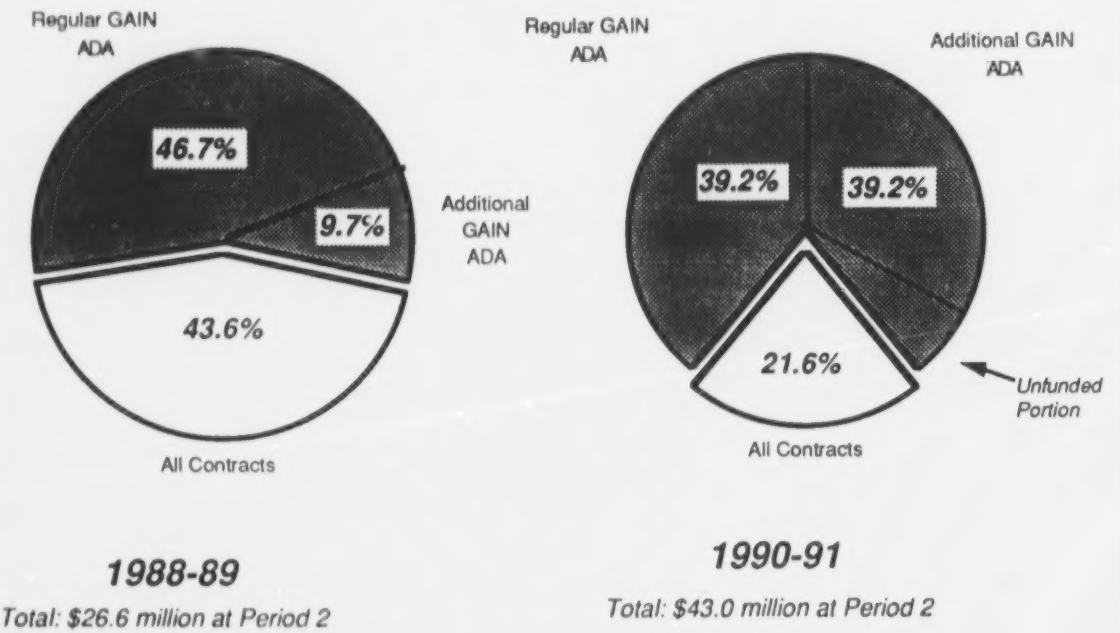
[9] Some of this apparent growth may result from more thorough identification of GAIN students in later years.

exclusively earmarked for GAIN, actually shrank in 1990-91.[10] GAIN contracts accounted for only half the proportion of overall revenues than they contributed two years earlier (43.6% - see Figure 5). Thus, a different view of the college GAIN revenue structure may be more significant than growth patterns: at the same time that colleges served greater numbers of GAIN students, contract monies became less plentiful and the increased pressure for supplemental apportionment revenues outpaced available funds.

Figure 5

Major College GAIN Funding Categories, 1988-89 and 1990-91



The program still serves large proportions of college students who have been underrepresented previously in higher education: women, ethnic minorities, and the poor. Three out of four GAIN participants in community colleges are women and six in ten are ethnic minorities. As we have stated in the past, GAIN helps accomplish a key goal - maintenance of student diversity - expressed in AB 1725, the 1988 community college reform legislation. This is so at a time when unprecedented budget deficits,

[10] Other factors may affect the growth trend in college GAIN revenues. Some of the apparent increase may result from expanded documentation of GAIN status compared to earlier reports and therefore more complete tracking of attendance (ADA). Also, a few districts overreported GAIN student enrollment and consequently ADA, although this could be offset by underreporting elsewhere.

potential fee increases, and further restrictions on student financial aid may have just the opposite effect on college populations.

THE USE OF SURVEY DATA AS MANAGEMENT INFORMATION

The survey also continues to highlight the importance of data management to the GAIN program. Unlike some other programs that serve special populations, GAIN in the community colleges relies on a broad array of funding sources, both within and from outside the college system. By design, the program really is an umbrella for coordinating diverse human services, and the California Community Colleges are only one type of provider in a complex delivery system. This makes identification and tracking of GAIN participants both more difficult and more critical, as the securing of supplemental funds and appropriate coordination of services demand accurate documentation from offices and institutions that may have little experience working together.

Because it is a compilation of independent data often collected from several sources, the annual survey relies on communication both within colleges and with other agencies in the program. The basic tasks of identifying and tracking community college GAIN students has been particularly difficult statewide because of the complexity of the program, local variations in service priorities and delivery, dissimilar data systems, confidentiality issues, multiple definitions of terms, and lack of staff and funds. But the GAIN survey in the last couple of years suggests that colleges have largely improved their abilities to provide background information on students. Reporting colleges gave us the ethnic background and gender for their students in nine out of ten cases. They provided age and GAIN contract designation for about two-thirds of their students, presumably through coordination of college and welfare department records. More districts now have GAIN Excess Costs contracts, which nearly always include payment for GAIN student monitoring.

Greater attention to data management for community college GAIN participants probably has contributed also to the continued increase in demand for supplemental apportionment funds. Certified claims for Additional GAIN ADA nearly doubled over the previous year. More accurate reporting of GAIN students can translate into more funds for colleges, if they meet proper reporting criteria and sufficient levels of participation. The difficult side of this is, of course, that more comprehensive reporting means more competition for limited dollars, and 1990-91 was, in fact, the first year where demand for supplemental apportionment monies outstripped the supply.

Finally, information from the survey can be a useful tool for program operation, both for the Chancellor's Office and for individual colleges. Survey data help us describe the particular role that California Community Colleges play in GAIN during discussions of state policy for the program as well as

help to secure funding to meet the demand on college resources. Likewise, local college staff can use the survey information as a cross-check on other GAIN student data, which may help to secure appropriate services and funding for GAIN participants.

We now have survey information from several years, which allows comparison to other data sets in the community college system: the CCFS-320 Apportionment Reports and the automated community college Management Information System (MIS) for reports on student characteristics and coursework. (The latter is not yet fully available statewide for GAIN reporting.) The Chancellor's Office GAIN staff has, in fact, compared some of these data sets over the past year to help guide our technical assistance to community college GAIN programs. One result was an additional section in our Spring 1992 regional workshops that addressed some of the mechanics of GAIN student documentation and its relation to overclaims and underclaims of Additional GAIN ADA. Another result was the discovery of inaccurate Additional ADA claims in a few districts; allocation adjustments have since been made for most of these.

We also have encouraged districts to work closely with their county welfare departments so that colleges receive their full share of available dollars as well as avoid potential overclaims. As an example, some districts that receive students from several counties have realized fiscal benefits by identifying GAIN participants from all the counties involved, thereby raising the level of ADA eligible for supplemental funding.

LOOKING AHEAD

GAIN, and more broadly, the federal JOBS effort that requires a program like GAIN in every state, sits in the middle of a national debate on welfare reform and our society's response to the problem of poverty. In California, Governor Pete Wilson has sponsored a ballot initiative to dramatically alter the levels of benefits for welfare recipients, and various bills have been introduced to modify GAIN or related programs. Our challenge in community colleges is to move beyond the basic (though difficult) documentation of GAIN participants to more in-depth data that will demonstrate the long-term benefits that community college education offers in helping welfare clients to self-sufficiency. The task is difficult, since the colleges are only part of a larger structure and follow-up data on job market performance historically has been hard to collect. But in our conversations with staff and students around the state, we hear of many successes and many individuals whose lives have turned around after participation in GAIN. We also have limited studies from a few college districts that support these anecdotal observations.

We believe that community colleges as a system have much to offer welfare recipients and society as a whole in overcoming poverty in the long run. In

this next year, we hope to collect additional data to document some of the outcomes of community college education for GAIN students. The GAIN data element in the statewide Management Information System will allow us to link GAIN status to students' attainment of academic goals, such as degrees and certificates awarded, grade point average, completion rates, etc. We also plan to work with local college staff to collect job placement figures for a sample of GAIN students. Hopefully, we can overcome the twin hurdles of limited research support and the inherently difficult nature of collecting such data, to demonstrate what experience tells us is true: that a community college education, with appropriate support for the needs of individual students, can be an important catalyst to help welfare clients overcome the constraints of poverty.

APPENDIX A - TABLE 1 - 1990-91 GAIN STUDENT PROFILE BY DISTRICT*

		ethnicity								gender			age					
DISTRICT	TOTAL	AI	AS/PI	BLACK	WHITE	HISP	FILIP	OTHER	UNKNOWN	FEMALE	MALE	UNKNOWN	LESS20	20-24	25-39	40-49	50+	UNKNOWN
ALLAN HANCOCK	231								231			231						231
BUTTE	417	20	83	7	274	19	2	3	9	260	157	0	8	36	301	61	11	0
CABRILLO	87	1	0	5	58	17	0	0	6			87	2	10	57	12	0	6
CERRITOS	30	2		7	8	8			5	28	2	0	3	7	17	2	1	0
CHAFFEY	236	3	10	27	97	88	2	9	0	197	39	0	11	27	152	34	12	0
COAST	302	1	213	2	39	20	1	11	15	110	177	15	2	11	123	54	24	88
COMPTON	293								293			293						293
CONTRA COSTA	332	4	50	106	128	33	2	0	9	259	73	0	10	45	228	43	6	0
DESERT	88	2	1	8	21	56	0	0	0	76	12	0	14	16	40	12	5	1
FEATHER RIVER	103	12	0	2	82	7	0	0	0	81	22	0	5	11	73	13	1	0
EL CAMINO	70								70			70						70
FOOTHILL-DE ANZA	306	2	68	36	136	53	0	0	11	234	71	1	12	54	190	32	6	12
GAVILAN	89	2	2	3	22	55	0	0	5	79	10	0	14	57	10	0	0	8
GLENDALE	222	0	10	5	99	105	1	0	2	158	64	0	2	17	113	59	14	17
GROSSMONT-CUYAMACA	237	4	7	10	181	30	2	3	0	180	57	0	0	0	0	0	0	237
HARTNELL	90	1	1	7	25	44	7	0	5	72	18	0	6	12	59	10	2	1
IMPERIAL	269	1	0	7	22	232	1	3	3	196	73	0	6	23	160	42	10	28
KERN	373	13	5	51	220	75	3	0	6	175	197	1	7	43	266	54	2	1
LASSEN	113	5	0	5	86	7	4	1	5	81	32	0	4	6	76	17	4	6
LONG BEACH	455	0	31	260	75	68	9	12	0	423	32	0	8	18	313	86	23	7
LOS ANGELES	1653	15	79	779	175	543	6	12	44	1487	166	0	0	0	0	0	0	1653
LOS RIOS	913	30	53	186	508	92	8	0	36	721	192	0	0	0	0	0	0	913
MARIN	59	0	23	3	15	6	0	0	12	28	21	10	0	6	27	13	3	10
MENDOCINO	160	8	1	1	145	5	0	0	0	132	28	0	2	19	108	28	3	0
MERCED	1000	12	335	45	288	243	12	20	45	562	410	28	21	132	596	140	55	56
MIRA COSTA	506	11	29	98	243	95	12	0	18	431	75	0						506
MONTEREY	17								17	7	4	6						17
MT. SAN ANTONIO	236	0	12	10	17	59	2	0	136	90	5	141	3	7	59	29	9	129
MT. SAN JACINTO	128								128			128						128
NAPA	141	1	1	19	110	6	1	0	3	129	12	0	2	30	96	13	0	0
NORTH ORANGE	314	0	79	9	62	62	0	6	96	125	93	96	0	0	0	0	0	314
PALOMAR	747	19	42	66	497	94	5	8	16	622	125	0	88	119	464	66	8	2
PASADENA	185	0	10	75	4	78	0	0	18	155	12	18						185
PERALTA	267	6	7	202	19	9	1	23	0	252	15	0	0	0	0	0	0	267
RANCHO SANTIAGO	407	2	210	12	33	144	0	6	0	215	192	0	1	20	218	121	47	0
REDWOODS	193								193			193						193

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APPENDIX A - TABLE 1 - 1990-91 GAIN STUDENT PROFILE BY DISTRICT*

		ethnicity								gender			age					
DISTRICT	TOTAL	AI	AS/PI	BLACK	WHITE	HISP	FILIP	OTHER	UNKNOWN	FEMALE	MALE	UNKNOWN	LESS20	20-24	25-39	40-49	50+	UNKNOWN
RIVERSIDE	128								128			128						128
SAN BERNARDINO	93	2	0	24	38	24	0	2	3	72	20	1	1	7	69	12	2	2
SAN DIEGO	4133	65	345	1264	1410	752	53	216	28	2950	631	552	554	701	666	136	32	2044
SAN FRANCISCO	397	0	0	0	0	0	0	0	397	0	0	397	0	0	0	0	0	397
SAN JOAQUIN DELTA	1379	14	519	141	280	291	16	70	48	723	656	0	23	158	913	229	56	0
SAN JOSE	395	3	146	35	76	116	3	16	0	252	143	0	16	63	253	53	10	0
SAN LUIS OBISPO	111	3	2	6	85	11	0	3	1	106	5	0	2	10	90	4	5	0
SAN MATEO	114	0	3	23	27	2	1	6	52	57	7	50	0	14	42	7	0	51
SANTA BARBARA	150	0	35	7	57	51	0	0	0	110	40	0						150
SANTA MONICA	4								4			4						4
SEQUOIAS	362	10	28	11	187	109	2	6	9	264	98	0	27	53	245	37	0	0
SHASTA	933	41	125	7	610	31	0	0	119	542	272	119	41	78	535	141	19	119
SIERRA	86	2	1	0	74	9	0	0	0	72	14	0	0	16	42	28	0	0
SISKIYOU	68	6	5	5	51	1	0	0	0	51	17	0	1	5	53	9	0	0
SOLANO COUNTY	190	0	6	55	90	19	1	1	18	160	30	0	0	24	144	21	1	0
SONOMA COUNTY	649	32	51	34	366	68	1	15	82	417	152	80						649
SO. COUNTY	87	0	4	33	32	16	0	0	2	82	5	0	1	17	53	3	7	6
STATE CENTER	620	9	69	78	255	163	4	16	26	430	190	0	29	102	383	77	11	18
VENTURA	293	5	8	15	84	103	4	4	70	232	61	0	0	6	83	10	1	193
VICTOR VALLEY	418	5	7	33	284	72	0	3	14	305	113	0	20	63	275	42	15	3
WEST KERN	120	1	2	0	52	6	0	0	59	113	7	0	0	7	90	11	0	12
WEST VALLEY-MISSION	180	4	33	23	72	36	3	9	0	154	26	0	5	23	136	8	6	2
YOSEMITE	1585	18	606	48	690	217	5	1	0	817	768	0	44	160	970	305	106	0
YUBA	1315	56	195	42	851	144	4	4	19	876	415	24	39	239	819	128	33	57
STATEWIDE TOTALS >>	25079	453	3551	3933	9344	4816	171	489	2511	16342	6053	2673	1028	2471	9610	2196	550	9213
		2.0%	15.7%	17.4%	41.5%	20.4%	0.8%	2.2%	-----	73.0%	27.0%	------	6.5%	15.6%	60.6%	13.9%	3.5%	-----
total colleges reporting>	96																	

Mac: 9091 App A, T 1 (Courier 9 pt) from w:\LOTUS\9091demg.wk1 11/25/91

* Districts that did not report GAIN students are omitted.

APPENDIX A - TABLE 2 - 1990-91 GAIN STUDENT CONTRACT TYPE BY DISTRICT*

DISTRICT	TOTAL	type of instruction: BASIC ED	POST-A	SIP	UNKNOWN
ALLAN HANCOCK	231				231
BUTTE	417	142	154	116	5
CABRILLO	87	5	70	2	10
CERRITOS	30			30	0
CHAFFEY	236	149	0	87	0
COAST	302	287	8	7	0
COMPTON	293				293
CONTRA COSTA	332				332
DESERT	88	88	0	0	0
FEATHER RIVER	103	68	17	18	0
EL CAMINO	70				70
FOOTHILL-DE ANZA	306				306
GAVILAN	89	2			87
GLENDALE	222	210	0	12	0
GROSSMONT-CUYAMACA	237	0	39	23	175
HARTNELL	90	54	6	19	11
IMPERIAL	269	102	48	41	78
KERN	373	2	89	74	208
LASSEN	113	8	105		0
LONG BEACH	455	375	5	75	0
LOS ANGELES	1653	0	0	203	1450
LOS RIOS	913	0	0	0	913
MARIN	59				59
MENDOCINO	160	33	100	27	0
MERCED	1000	562	73	365	0
MIRA COSTA	506	330		52	124
MONTEREY	17	10	2	4	1
MT. SAN ANTONIO	236	98	2	100	36
MT. SAN JACINTO	128				128
NAPA	141	0	86	53	2
NORTH ORANGE	314	218	0	0	96
PALOMAR	747				747
PASADENA	185	167		18	0
PERALTA	267	0	0	0	267
RANCHO SANTIAGO	407	362	45	0	0
REDWOODS	193				193
RIVERSIDE	128				128
SAN BERNARDINO	93	0	0	0	93
SAN DIEGO	4133	1155	0	2978	0
SAN FRANCISCO	397	300	0	0	97
SAN JOAQUIN DELTA	1379	696	413	270	0
SAN JOSE	395	5	161	118	111
SAN LUIS OBISPO	111	21			90
SAN MATEO	114	24	0	0	90
SANTA BARBARA	150	74	43	33	0
SANTA MONICA	4			4	0
SEQUOIAS	362				362
SHASTA	933	575	117	122	119
SIERRA	86				86
SISKIYOU	68	26	26	16	0
SOLANO COUNTY	190	7	151	31	1
SONOMA COUNTY	649	368	229	52	0
SO. COUNTY	87	0	0	10	77
STATE CENTER	620	40	177	403	0
VENTURA	293	0	147	49	97
VICTOR VALLEY	418	278	105	35	0
WEST KERN	120	55	49	16	0
WEST VALLEY-MISSION	180	10	120	44	6
YOSEMITE	1585	0	24	0	1561
YUBA	1315	958	207	150	0
STATEWIDE TOTALS	25079	7864	2818	5657	8729
		48.1%	17.2%	34.6%	-----

* Colleges that did not report GAIN students are omitted. Percentages are for students with known contract types.

Mac: 9091 App A, T 2 (Courier 10 pt) from w:\LOTUS\9091dsng.wk1 11/25/91

APPENDIX A - TABLE 3
1990-91 GAIN CONTRACT FUNDS BY DISTRICT*

DISTRICT	EX COSTS	JTPA 8-50	SERVICES	OTHER	TOTAL
ALLAN HANCOCK	$48,257	$68,297			$116,554
BUTTE		$56,000			$101,800
CABRILLO	$20,000				$20,000
CERRITOS			$54,000		$54,000
CHAFFEY	$10,000				$10,000
COAST	$90,360	$52,849			$143,209
CONTRA COSTA	$10,500				$10,500
DESERT		$59,573			$59,573
FEATHER RIVER	$700		$9,000		$9,700
FOOTHILL-DE ANZA	$143,350		$52,380		$195,730
GAVILAN	$33,260				$33,260
GLENDALE	$49,434	$43,529			$92,963
GROSSMONT-CUYAMACA			$107,004		$107,004
HARTNELL		$119,478			$119,478
IMPERIAL			$132,942		$132,942
KERN	$30,000		$114,334		$144,334
LASSEN			$20,000		$20,000
LONG BEACH	$69,914	$230,000			$299,914
LOS ANGELES	$1,524,245	$1,144,275			$2,668,520
LOS RIOS			$59,875		$59,875
MENDOCINO	$15,000				$15,000
MERCED	$190,000				$204,375
MIRA COSTA			$82,584		$223,437
MT. SAN ANTONIO	$51,557	$32,304			$83,861
NAPA	$4,224				$4,224
NORTH ORANGE COUNTY	$59,147	$106,526	$54,207		$219,880
PASADENA	$59,874	$139,619			$199,493
PERALTA			$177,934		$177,934
RANCHO SANTIAGO	$52,273	$114,764			$298,714
REDWOODS		$20,000			$20,000
RIVERSIDE	$12,432				$12,432
SAN DIEGO	$501,288	$405,124	$206,016		$1,112,428
SAN JOAQUIN DELTA		$180,000			$180,000
SAN JOSE	$143,453				$143,453
SAN LUIS OBISPO	$13,421	$90,412			$256,657
SAN MATEO		$3,840			$3,840
SANTA BARBARA	$49,212	$12,114			$61,326
SEQUOIAS	$52,800				$52,800
SHASTA		$49,000			$49,000
SIERRA			$103,000		$103,000
SISKIYOU			$5,592		$52,970
SONOMA COUNTY	$42,428	$110,089			$152,517
SO. COUNTY	$22,449				$22,449
SOUTHWESTERN			$136,000		$136,000
STATE CENTER	$145,577		$185,423		$331,000
VENTURA			$71,000	$67,880	$138,880
VICTOR VALLEY		$69,471			$69,471
WEST KERN		$8,116			$8,116
WEST VALLEY-MISSION	$73,137			$32,667	$105,804
YOSEMITE		$164,781			$164,781
YUBA	$162,400	$113,549			$275,949
STATEWIDE TOTALS	$3,695,067	$3,550,824	$1,879,439	$153,817	$9,279,147
	39.8%	38.3%	20.3%	1.7%	100%

* These data represent revenue generated, not actual expenditures, for GAIN-specific contracts only. Districts that did not report GAIN contracts are omitted.

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APPENDIX A - TABLE 4

1990-91 GAIN CONTRACT FUNDS BY DISTRICT, RANKED BY TOTAL FUNDS*

	DISTRICT	EX COSTS	JTPA 8-50	SERVICES	OTHER	TOTAL
1.	LOS ANGELES	$1,524,245	$1,144,275			$2,668,520
2.	SAN DIEGO	$501,288	$405,124	$206,016		$1,112,428
3.	STATE CENTER	$145,577		$185,423		$331,000
4.	LONG BEACH	$69,914	$230,000			$299,914
5.	RANCHO SANTIAGO	$52,273	$114,764			$298,714
6.	YUBA	$162,400	$113,549			$275,949
7.	SAN LUIS OBISPO	$13,421	$90,412			$256,657
8.	MIRA COSTA			$82,584		$223,437
9.	NORTH ORANGE COUNTY	$59,147	$106,526	$54,207		$219,880
10.	MERCED	$190,000				$204,375
11.	PASADENA	$59,874	$139,619			$199,493
12.	FOOTHILL-DE ANZA	$143,350		$52,380		$195,730
13.	SAN JOAQUIN DELTA		$180,000			$180,000
14.	PERALTA			$177,934		$177,934
15.	YOSEMITE		$164,781			$164,781
16.	SONOMA COUNTY	$42,428	$110,089			$152,517
17.	KERN	$30,000		$114,334		$144,334
18.	SAN JOSE	$143,453				$143,453
19.	COAST	$90,360	$52,849			$143,209
20.	VENTURA			$71,000	$67,880	$138,880
21.	SOUTHWESTERN			$136,000		$136,000
22.	IMPERIAL			$132,942		$132,942
23.	HARTNELL		$119,478			$119,478
24.	ALLAN HANCOCK	$48,257	$68,297			$116,554
25.	GROSSMONT-CUYAMACA			$107,004		$107,004
26.	WEST VALLEY-MISSION	$73,137			$32,667	$105,804§
27.	SIERRA			$103,000		$103,000
28.	BUTTE		$56,000			$101,800
29.	GLENDALE	$49,434	$43,529			$92,963
30.	MT. SAN ANTONIO	$51,557	$32,304			$83,861
31.	VICTOR VALLEY		$69,471			$69,471
32.	SANTA BARBARA	$49,212	$12,114			$61,326
33.	LOS RIOS			$59,875		$59,875
34.	DESERT		$59,573			$59,573
35.	CERRITOS			$54,000		$54,000
36.	SISKIYOU			$5,592		$52,970
37.	SEQUOIAS	$52,800				$52,800
38.	SHASTA		$49,000			$49,000
39.	GAVILAN	$33,260				$33,260
40.	SO. COUNTY	$22,449				$22,449
41.	CABRILLO	$20,000				$20,000
42.	LASSEN			$20,000		$20,000
43.	REDWOODS		$20,000			$20,000
44.	MENDOCINO	$15,000				$15,000
45.	RIVERSIDE	$12,432				$12,432
46.	CONTRA COSTA	$10,500				$10,500
47.	CHAFFEY	$10,000				$10,000
48.	FEATHER RIVER	$700		$9,000		$9,700
49.	WEST KERN		$8,116			$8,116
50.	NAPA	$4,224				$4,224
51.	SAN MATEO		$3,840			$3,840
STATEWIDE TOTALS		$3,695,067	$3,550,824	$1,879,439	$153,817	$9,279,147
		39.8%	38.3%	20.3%	1.7%	100%

* These data represent revenue generated, not actual expenditures, for GAIN-specific contracts only. Districts that did not report GAIN contracts are omitted.

§ Median combined district contract value.

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APPENDIX A, TABLE 5

1990-91 FUNDED ADDITIONAL GAIN ADA AT PERIOD TWO*

DISTRICT	*CREDIT UNITS*	*NONCREDIT UNITS*	*TOTAL UNITS*	*TOTAL VALUE***
ALLAN HANCOCK	102.65	0	102.65	$168,435
BUTTE	170.58	3.01	173.59	$283,465
CHAFFEY	169.89	0	169.89	$278,766
FOOTHILL-DEANZA	111.77	0	111.77	$183,400
GLENDALE	37.05	0	37.05	$60,794
GROSSMONT-CUYAMACA	250.58	0	250.58	$411,168
HARTNELL	36.96	0	36.96	$60,646
IMPERIAL	159.90	0	159.90	$295,434
KERN	62.12	0	62.12	$101,931
LOS ANGELES	1171.56	296.29	1467.85	$2,273,458
LOS RIOS	9.76	0	9.76	$16,015
MENDOCINO-LAKE	11.29	0	11.29	$20,860
MERCED	338.77	133.78	472.55	$714,397
MIRA COSTA	94.20	15.92	110.12	$173,434
MT. SAN ANTONIO	2.57	40.82	43.39	$52,587
MT. SAN JACINTO	11.02	0	11.02	$20,360
NAPA	140.45	0	140.45	$230,459
PALOMAR	182.77	16.78	199.55	$319,784
PALO VERDE	0	4.45	4.45	$5,273
RANCHO SANTIAGO	74.72	0	74.72	$122,605
SAN DIEGO	589.64	501.14	1090.78	$1,561,339
SAN JOAQUIN DELTA	484.63	41.99	526.62	$844,968
SAN JOSE - EVERGREEN	316.82	0	316.82	$519,858
SAN LUIS OBISPO	44.22	0	44.22	$72,559
SAN MATEO	6.11	0	6.11	$10,026
SANTA BARBARA	33.17	20.97	54.14	$79,275
SIERRA	38.80	0	38.80	$63,665
SISKIYOU	19.20	0.01	19.21	$35,486
SOLANO	68.70	6.33	75.03	$120,228
SONOMA	178.36	58.07	236.43	$361,474
SOUTHWESTERN	145.00	0	145.00	$237,925
STATE CENTER	216.63	14.98	231.61	$373,211
VENTURA	100.00	0	100.00	$164,086
VICTOR VALLEY	0	118.49	118.49	$140,403
WEST VALLEY - MISSION	92.57	0	92.57	$151,895
YOSEMITE	374.64	104.84	479.48	$738,962
YUBA	470.08	51.38	521.46	$832,220
STATEWIDE TOTAL	6317.18	1429.25	7746.43	$12,100,851

* Amount of GAIN ADA that is above Maintenance of Effort (MOE) and CAP, up to the level approved in the Additional GAIN ADA application.

** Allocations at Period Two were funded at 72 cents on the dollar. At publication time, later adjustments had raised this level to 92 cents on the dollar.

Source: Chancellor's Office Second Period CCFS-320 Apportionment Report.

APPENDIX A, TABLE 6

1990-91 FUNDED ADDITIONAL GAIN ADA AT PERIOD TWO*

Ranked by Amount Allocated

	DISTRICT	*CREDIT UNITS*	*NONCREDIT UNITS*	*TOTAL UNITS*	*TOTAL VALUE***
1.	LOS ANGELES	1171.56	296.29	1467.85	$2,273,458
2.	SAN DIEGO	589.64	501.14	1090.78	$1,561,339
3.	SAN JOAQUIN DELTA	484.63	41.99	526.62	$844,968
4.	YUBA	470.08	51.38	521.46	$832,220
5.	YOSEMITE	374.64	104.84	479.48	$738,962
6.	MERCED	338.77	133.78	472.55	$714,397
7.	SAN JOSE - EVERGREEN	316.82	0	316.82	$519,858
8.	GROSSMONT-CUYAMACA	250.58	0	250.58	$411,168
9.	STATE CENTER	216.63	14.98	231.61	$373,211
10.	SONOMA	178.36	58.07	236.43	$361,474
11.	PALOMAR	182.77	16.78	199.55	$319,784
12.	IMPERIAL	159.90	0	159.90	$295,434
13.	BUTTE	170.58	3.01	173.59	$283,465
14.	CHAFFEY	169.89	0	169.89	$278,766
15.	SOUTHWESTERN	145.00	0	145.00	$237,925
16.	NAPA	140.45	0	140.45	$230,459
17.	FOOTHILL-DEANZA	111.77	0	111.77	$183,400
18.	MIRA COSTA	94.20	15.92	110.12	$173,434
19.	ALLAN HANCOCK	102.65	0	102.65	$168,435
20.	VENTURA	100.00	0	100.00	$164,086
21.	WEST VALLEY - MISSION	92.57	0	92.57	$151,895
22.	VICTOR VALLEY	0	118.49	118.49	$140,403
23.	RANCHO SANTIAGO	74.72	0	74.72	$122,605
24.	SOLANO	68.70	6.33	75.03	$120,228
25.	KERN	62.12	0	62.12	$101,931
26.	SANTA BARBARA	33.17	20.97	54.14	$79,275
27.	SAN LUIS OBISPO	44.22	0	44.22	$72,559
28.	SIERRA	38.80	0	38.80	$63,665
29.	GLENDALE	37.05	0	37.05	$60,794
30.	HARTNELL	36.96	0	36.96	$60,646
31.	MT. SAN ANTONIO	2.57	40.82	43.39	$52,587
32.	SISKIYOU	19.20	0.01	19.21	$35,486
33.	MENDOCINO-LAKE	11.29	0	11.29	$20,860
34.	MT. SAN JACINTO	11.02	0	11.02	$20,360
35.	LOS RIOS	9.76	0	9.76	$16,015
36.	SAN MATEO	6.11	0	6.11	$10,026
37.	PALO VERDE	0	4.45	4.45	$5,273
	STATEWIDE TOTAL	6317.18	1429.25	7746.43	$12,100,851

* Amount of GAIN ADA that is above Maintenance of Effort (MOE) and CAP, up to the level approved in the Additional GAIN ADA application.

** Allocations at Period Two were funded at 72 cents on the dollar. At publication time, later adjustments had raised this level to 92 cents on the dollar.

Source: Chancellor's Office Second Period CCFS-320 Apportionment Report.

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APPENDIX B

Legislative Definitions of GAIN Services (Excerpted from AB 2580)

Job Services

1. Job Club/Supervised Job Search

Consists of both of the following: Job search workshops which shall be group training sessions where participants learn various job finding skills, including training in basic job seeking skills, job development skills, job interviewing skills, understanding employer requirements and expectations, and how to enhance self-esteem, self-image, and confidence.

Supervised job search, which shall include, but not be limited to, access to phone banks in a clean and well-lighted place, job orders, direct referrals to employers, or other organized methods of seeking work which are overseen, reviewed, and criticized by a trained employment professional.

2. Unsupervised Job Search

Individual seeks work in his or her own way, and make periodic progress reports no less frequently than every two weeks to the county welfare department or the agency contracting with that department.

3. Job Placement

Referrals to jobs, including but not limited to, those listed by employers with the State Job Service.

4. Job Development

Active assistance in seeking employment provided to a participant by a trained employment professional on a one-to-one basis.

5. Employment Counselling

Counselling aimed at helping a person reach an informed decision on an appropriate employment goal.

Support Services

6. Transportation

Costs shall be paid for every participant to and from his or her job or training assignment.

7. Child Care

Paid child care shall be available to every participant with a child under 12 years of age who needs it in order to participate in the program component to which he or she is assigned.

8. Ancillary Expenses

Include the cost of books, tools, clothing, fees, and other necessary costs of a work or training assignment.

9. Personal Counselling

Participant who has personal or family problems that would affect the outcome of the employment plan shall receive necessary counselling or therapy to help him or her and his or her family adjust to his or her job or training assignment.

Education and Training Services

10. Initial Appraisal

Initial process supervised by the county welfare department (CWD) to collect information to determine appropriate participant contracts; includes registration, basic skills appraisal (educational agencies may conduct basic skills appraisal under contract to CWD) and referral to appropriate educational and support services.

11. Assessment; Employment Development Plan

A participant shall work with the county welfare department to initiate the development of an employment plan. In developing the employment plan pursuant to this subdivision, the county and the participant shall develop an assessment of the skills and needs of the participant, which shall include at least all of the following:

(a) The participant's work history, including an inventory of his or her employment skills, knowledge, and abilities.

(b) The participant's educational history and present educational competency level.

(c) The participant's need for supportive services in order to obtain the greatest benefit from employment and training services.

(d) The employment goals of the participant, and an evaluation of the chances for the achievement of these goals given the current potential skills of the participant and the local labor market conditions.

(e) A goal to be attained upon completion of the program, including the period of time it will take to achieve this goal, and the resources available under this program for the attainment of the goal. This assessment shall be done by a person qualified by education or experience to provide counselling, guidance, assessment, or career planning.

12. Adult basic education (ABE), GED

Pre-employment basic education, including reading, writing and arithmetic necessary for employment or job training, including high school proficiency.

13. English as a Second Language (ESL)

Instruction in English for non-English speaking participants.

14. Vocational English as a Second Language (VESL)

Intensive instruction in English for non-English speaking participants, coordinated with specific job training.

15. Job Training (Short Term)

Training in employer-specific job skills in a classroom or on-site setting.

16. Community College (Vocational) Education

Community college education that provides sufficient employment skills training that can reasonably be expected to lead to employment.

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17. On-the-Job Training

Subsidized employment in which a participant receives job skills training from an employer on an actual job; can be subsidized via grant diversion (See Item 19).

18. Pre-Employment Preparation (Short and Long Term)

Non-salaried work for a public or non-profit agency that provides the participant with either of the following:

(a) Basic pre-employment preparation, which shall provide work behavior skills and a reference for future unsubsidized employment.

(b) Advanced pre-employment preparation, which shall provide on-the-job enhancement of existing participant skills in a position related to a participant's experience, training, or education.

A short-term pre-employment preparation assignment shall be for not longer than three months.

A long-term pre-employment preparation assignment shall not exceed one year.

19. Grant Diversion (Subsidize Supported Work or Transitional Employment)

"Grant diversion" subsidizes supported work, transitional employment, or on-the-job training. The recipient's cash grant, or a portion thereof, or the welfare grant savings from employment, is diverted to the employer as a wage subsidy.

"Supported Work" is a transitional work experience program in which an intermediary service provider offers intensive basic training for long-term recipients with little or no employment history or marketable skills.

"Transitional Employment" is training and/or employment in a work setting arranged for and/or provided by an intermediary service provider that offers training and experience for participants who have some marketable skills or a history or employment.

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